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ABSTRACT

Based on speeches presented to the National Civil Service League and to the Washington Suburban Sanitary Commission, this article reviews key publications and summarizes Federal statistics on part-time employment. Review of the evidence concerning the effectiveness of part-time workers shows positive results. The need for collecting hard evidence is demonstrated and areas in which research is needed are described. The paper identifies barriers to the expansion of the part-time scheduling concept, describes jobs that might be performed on a part-time basis, and shows how part-time employment fits into the personnel ceiling system. The advantages and disadvantages of part-time employment to both managers and employees are stated and comparisons with flextime made. (Author/WL)

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FLEXIBILITY THROUGH PART-TIME EMPLOYMENT OF CAREER WORKERS IN THE PUBLIC SERVICE

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NATIONAL INSTITUTE OF EDUCATION

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The article reviews key publications and summarizes Federal statistics. Review of the evidence concerning the effectiveness of part-time workers shows positive results. The need for collecting hard evidence is demonstrated and areas in which research is needed are described. The paper identifies barriers to the expansion of the part-time scheduling concept, describes jobs that might be performed on a part-time basis, and shows how part-time employment fits into the personnel ceiling system. The advantages and disadvantages of part-time employment to both managers and employees are stated and comparisons with flexitime made. The publication is based on speeches presented to the National Civil Service League and to the Washington Suburban Sanitary Commission.

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Management is constantly on the lookout for highly motivated, productive personnel who show low turnover. Such management bargains may be found among career part-time workers, but supporting evidence concerning worker effectiveness is largely anecdotal and comes from supervisors of part-time employees. Little in the way of hard data is available; however, research to date shows some promising results.

Demonstrated Value to Management

In 1968, Catalyst, an organization devoted to promoting flexibility in employment patterns, sponsored a demonstration project in which the work of 50 women caseworkers employed half-time was compared with that of full-timers in the Massachusetts Department of Public Welfare (Podell, Note 2). Wilbur Cohen had these comments to make about the mature, half-time caseworkers (Catalyst, 1971, pp. 2 & 3):

> Supervisors were uniformly pleased because of the quality of the performance of these workers who were punctual, worked diligently during their hours on duty, handled many problems on their own which might, for those with less life experience, have required help from the supervisors . . . . Their clients, mainly AFDC mothers . . . were more at ease talking with a contemporary than a very young social worker just out of college.

During the initial year of employment, part-timer turnover was only one-third that of the estimated annual attrition (14% for part-timers vs. 40% for full-timers). Though it was not possible on a quantitative basis to determine how well the part-time workers performed their jobs, it was possible to measure how much work they did. A narrow measure of productivity was used to analyze the productivity of caseworkers, namely, the frequency of their face-to-face contacts. The part-timers' face-to-face contacts with their clients and other significant persons related to the case, including teachers, physicians, and court officers, were compared with those of full-timers carrying a similar but not identical type of caseload. Podell (Note 2, p. 28) found that:

> The part-time workers averaged 4.49 such contacts with clients compared to the regulars' 5.04. This means that the Catalyst women, serving half the time, had 89% (rather than the expected 50%) as much face-to-face contact with clients as the

> full-timers. With regard to face-to-face contacts with collaterals, the part-timers averaged .96 contacts, in contrast to the regulars' .20; the Catalyst women, instead of having half as much direct collateral contact, actually had over four times more than the full-timers.

Both Fairfax County and Baltimore have also employed women on a part-time basis for shortage occupations (Eyde, 1973). However, little documentation for part-time programs on the State and local level exists.

A major demonstration effort was carried out in the U.S. Department of Health, Education, and Welfare. In December 1967, HEW Secretary John Gardner established the HEW Professional and Executive Corps to show that talented women could be employed in regular Civil Service jobs at grades GS-7 through GS-15 on a less than full-time basis while contributing to agency goals and objectives. The project was declared a success and by May 1969, 40 women were working at least half-time; that is, 20 hours instead of a 40-hour workweek. The part-timers were holding a variety of jobs. Twenty-five percent of them worked as program or staff assistants; 22% worked in the quantitative fields of economics, statistics, and mathematics, and another 22% held jobs in various areas of communications, including research and writing, initiations of film programs, and public speaking (Silverberg & Eyde, 1971).

By 1971 the Corps no longer had an active coordinator. At that time, an evaluation made of the remaining 22 Corps members showed that the women's supervisors were positively inclined toward the part-time employment concept; 86% of the supervisors indicated that they would hire another part-timer if their Corps member left (Howell & Ginsburg, 1973).

Relationship to Flexitime Scheduling

Recent experiments with the use of flexitime, a personnel approach allowing for flexible scheduling of full-time employment, have led government managers to identify some of the advantages of this employment practice (U.S. Civil Service Commission, 1974a). Many of the benefits of flexitime also seem to hold for part-time employment. There appears to be a reduction in short-term absences. Employees seem to settle down to work faster and productivity increases. Furthermore, both personnel practices require the supervisor to engage in advance planning in communicating assignments and holding staff meetings, and thus the practice often

results in a sharpening of supervisory skills. Advance planning is equally essential for the individual employee.

Advantages to Employees

Part-time employment, like flexitime, is a personnel practice that opens new options for workers. Advantages to employees were summarized by Silverberg and Eyde (1971) in their 1969 study of 40 HEW Corps members. A key advantage is that part-time employment allows for flexibility in combining career and family responsibilities. The HEW Corps study revealed that the part-timers were holding demanding jobs, typically at the GS-11 level, despite the fact that 41% of them had at least one child under six years of age at the time they entered the Corps. The part-time employment arrangement apparently provided a way for mothers of small children to contribute their skills to the implementation of government programs. Women employed full time and at mid-level pay grades do not typically have such family responsibilities, as was apparent in a survey of all women working at GS-11 in 1961 (President's Commission, 1963). At that time only 42% of the women were married and only 54% of those married had children. Part-time careers apparently allow dual careers, providing time for part-timers to manage their roles as career employees and also as parents.

Swedish Prime Minister Olof Palme has concerned himself with the role of men and women as parents and as employees and has made this observation (1972, p. 242):

> Earlier we had a rather intense discussion in Sweden on whether mothers of small children should work outside the home or not. As a result of the new view, the problem will be instead whether the parents of infants should be employed. One solution is that parents work part time and take turns at looking after the child. Many young families with flexible working hours, for example, undergraduate students, now practice this arrangement in Sweden. But psychologists seem to agree that it is not injurious if the child is taken care of by somebody else during part of the day--nota bene, if the care is good care and the parents have regular contact with the child.

Palme has raised the issue of quality day care, one which is particularly important to working parents. Parent participation in day-care programs is one ingredient involved in

establishing and maintaining quality programs. But how can parents working on a full-time basis find time to participate? Child advocate Urie Bronfenbrenner (1974, p. 57) suggests that increased opportunities and rewards for part-time employment may be one possible solution. He cites the report on the White House Conference on Children in 1970 which

> urged business and industry, and governments as employers, to increase the number and the status of part-time positions. In addition, the report recommended that state legislatures enact a "Fair Part-time Employment Practices Act" to prohibit discrimination in job opportunity, rate of pay, fringe benefits and status for parents who sought or engaged in part-time employment.

Hoffman and Nye (1974, p. 228) have summarized research findings concerning the impact of part-time employment on mothers and their children, noting that:

> Part-time employment is an unusually successful adaptation to the conflict between the difficulties of being a full-time housewife and the strain of combining this role with full-time employment. These mothers seem to be physically and psychologically healthy, positive toward their maternal roles, and active in recreational and community activities . . . . Their children compare favorably to the other two groups [housewives and full-time employed mothers] with respect to self-esteem, social adjustment, and attitudes toward their parents . . . scattered findings suggest that their marital satisfaction is the highest of the three groups.

In addition to allowing for more flexibility and time to combine family and career activities, a number of other advantages are apparent. The part-time employment pattern provides for a reduced work load that may be combined with the option for increased leisure time. For the semi-retired, part-time employment may involve taking one step out of the hurried world of work. For handicapped persons and individuals recovering from major illnesses employment on a less than full-time basis may, on the other hand, open the door to employment possibilities. These are some of the positive features that are experienced by part-time workers, persons who do not wish to work a 40-hour per week schedule or who are unable to do so.

At the same time, part-time employment shares some advantages with flexitime. Both work patterns facilitate combining education with employment. They allow for shopping to be carried out when the stores are emptier. Also recreational facilities may be enjoyed during hours when they are not too heavily used (U.S. Civil Service Commission, 1974a).

Even in time of layoffs, part-time employment is a useful personnel tool. For example, in New Britain, Connecticut, half of a group of over 1,000 civil service employees were placed on a part-time schedule, working and being paid for a four-day week, in order to cover a 2.5 million budget deficit without laying off workers ("Is it a Depression?" 1975). The American Federation of Government Employees suggests (U.S. Senate, 1973) that when Federal reductions-in-force occur, some full-time career workers might be willing to work on a part-time basis in order to retain their career status and to continue working. The New York Telephone Company took this type of step. Instead of discharging 400 employees, they placed 2,000 of their 5,800 telephone operators on a four-day week ("Phone Company's Idea is Better," 1975). Thus recently hired women, many of whom were minority members, were not laid off under the seniority rules.

Disadvantages of Part-time Employment

HEW Corps members have often said that part-time pay is the only disadvantage of part-time employment. In the Corps' experience, however, the real problem related to the possibility that part-timers might not be as likely to be promoted as full-timers. The Silverberg and Eyde study showed that slower promotions were identified as a key disadvantage by eight of 28 Corps members. At the lower grade levels, where promotions come more quickly, legal and qualifications requirements (U.S. Civil Service Commission, 1972) contribute to the rate of promotions; they concern the minimum time that Federal employees must spend working at one grade level before they may be considered for promotions. These minimum requirements, however, account only in part for problems occurring at higher grade levels.

Several disadvantages hold for both part-time and flexitime employment patterns. Both result in additional record-keeping expenses, and each has characteristic overhead costs related to light, heat, and office space. Under both arrangements it may be more difficult to find convenient bus schedules and to arrange for car pools. These costs and benefits need to be documented so that advantages of part-time employment may be objectively balanced against disadvan-

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tages. When developing policies and procedures for part-time employment, it is also necessary to review personnel statistics concerning current utilization of part-timers by Federal agencies in order to determine how widespread part-time employment is.

Federal Part-time Employment Statistics[1]

Government-wide statistics on part-time employment first became available to the Federal Women's Program through the Central Personnel Data File Report of November 30, 1972. A limited number of statistics from the second report, based on 1973 data, were published as Fact Sheets 17, 18 and 19 in the Spring 1974 issue of Women in Action (U.S. Civil Service Commission, 1974b).

The 1973 statistics indicate that there were 184,358 part-time employees, of whom only 29% were permanent workers. Thus, the majority of the part-timers were working as temporary or intermittent workers (including consultants). Furthermore, six out of ten of the permanent part-time workers were employed by the Postal Service. Another statistic is most interesting: 48% of the permanent part-timers were men. Thus, part-time scheduling is far more than a women's issue. It is also of interest to note that the Postal Service employs 61% of the men who work on a permanent part-time basis.

Permanent part-time employees are not heavily utilized in the Federal work force. They make up only 1% of the total non-postal work force. Therefore, even though there are many part-timers employed by the Federal government, in non-postal jobs they represented only one out of 100 permanent workers or 26,947 workers in 1972. Permanent part-time jobs outside of the Postal Service are quite hard to find.

White-collar Part-timers

A look at the part-time statistics for white-collar workers reveals occupational segregation by sex. White-collar women are more likely to be non-professional (88%) than professional (12%), whereas men are just as likely to be professional as non-professional workers.

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[1] Unless otherwise noted, references will deal with the 1972 statistics.

Professional men and women were chiefly employed in the occupational category covering medical, dental, hospital, and public health occupations. However, a larger proportion of the women (17%) than the men (8%) were employed outside the medical occupational category, with women holding a broader range of jobs including the social sciences (economics, psychology, and welfare), work in the physical sciences and in the fields of mathematics, statistics, and education.

White-collar men were more likely to be holding higher paid jobs: 26% of the men working in permanent part-time jobs held GS-11 or higher level jobs, whereas only 6% of the women were at this grade or held higher level jobs.

Thus, it appears that women white-collar workers were working chiefly in non-professional jobs and were in the lower pay grades. Professional men and women were concentrated in one occupational group, with 89% serving in the broad medical occupational category. Efforts need to be made to identify additional jobs that may be effectively carried out on a part-time basis. Self-evaluations of the HEW Corps workers (Silverberg & Eyde, 1971) showed that writing and research jobs and independent work were particularly well suited to a part-time schedule, as were assignments that were handled flexibly, that is, jobs in which the employee developed her own schedule of priorities and changed the days and the hours of work when necessary. The supervisory evaluation of these part-timers (Howell & Ginsburg, 1973) indicated that 86% of the supervisors thought that many jobs could be done on a part-time basis. The part-time employment concept needs to be promoted in other occupational fields where personnel are needed and untapped human resources are available. Such an effort was begun by the Women's Law Fund in Cleveland, Ohio ("Women's Law Fund, Inc. Opens Office," 1972). Supported initially by the Ford and Cleveland Foundations, the Women's Law Fund seeks to provide legal assistance to persons claiming sex discrimination. Part-timers were specifically among those chosen to staff the project, in an effort to demonstrate that teams of part-timers could effectively carry out the broad range of legal activities, not just legal research duties.

Extension of Part-time Concept Needed

There is a need to develop demonstration projects in occupations in which few part-timers are found, particularly for managerial and other high-level jobs. Role-model Carol Greenwald (1973) has demonstrated that she can be an assistant vice president and economist at the Federal Reserve Bank

while working a 20-hour workweek. She is able to carry supervisory responsibilities by sharing them with an economist in her section, thus creating a team management situation. Other role models(U.S. Civil Service Commission, 1974b) include persons who as part-time workers travel extensively, conduct high-level experimental and theoretical research, and supervise as many as 33 workers. These workers handle their jobs flexibly, sometimes staying in touch with their offices during their off hours; they sometimes take work home, just like high-level full-timers. A part-time employee has recently been recognized in the U.S. Civil Service Commission's annual awards ceremony. Her citation read, "The impact of her outstanding part-time employment accomplishments distinguishes her as a model for employees and employers alike. Through judicious planning and application of her considerable talent, she has succeeded in matching the demands of full workloads and accepting the challenge of leadership in special projects." Women with her talents who work at least 26 hours a week may now be considered for the Federal Women's Award. Until recently this award was open only to full-time workers.

Occupations such as those in police and firefighter work as well as air traffic controller work are high-stress fields that could profit from employment of the part-time scheduling concept. Furthermore, the establishment of part-time positions in air traffic controller work was recently recommended as one way to reduce the attrition rate of women working in this male-dominated profession (Mathews, Collins & Cobb, 1974).

Jobs requiring less than 40 hours of work are obviously candidates for part-time scheduling (U.S. Civil Service Commission, 1974b). Peak-load jobs fall into this category. The Social Security Administration has found part-timers particularly useful in their local offices, where they have worked during peak interviewing hours from 10:00 A.M. to 3:00 P.M. (U.S. Department of Health, Education, and Welfare, 1973a).

Job-sharing

One approach to part-time employment involves having two persons share the same job. HEW Professional and Executive Corps members who each chiefly worked in staff jobs were not positively inclined toward the partnership concept. On the other hand, Silverberg and Eyde (1971) observed that the partnership arrangement might work out well in operational and direct-service jobs such as those held by caseworkers and employment interviewers.

The job-sharing concept turns out to be useful both when there are labor shortages (Catalyst, 1968) and when the labor

market is tight. For example, two China experts married to each other hold one faculty position at the University of Minnesota. The couple applied for the Asian history job together because of the limited job opportunities available to each of them ("Employment briefs," 1974).

The Catalyst (1968) report on the part-time employment of teachers includes a description of the partnership project employed by the school system of Framingham, Massachusetts. The partnership was applied as a team teaching approach in which teachers were paired on the basis of skills that complemented each other, with one teacher working mornings and the other one afternoons. The project was applauded by administrators, teachers, parents, and children. For example, one Framingham principal noted (Catalyst, 1968, p. 13): "We get about two-thirds of a teacher for half-time pay." By the fall of 1967, the Women's Educational and Industrial Union, which had originated the project, had placed 120 partnerships in a number of Massachusetts communities.

Job-sharing is important in another way; it leads to sex-role sharing, i.e., the sharing of career, family, and household responsibilities. Two married psychologists share the same job at a mental health program in Oregon ("Dra. Wahl Split Job," 1974). They point out that child care may now be as much the father's responsibility as the mother's, and chore-sharing is more evenly divided. Their case is unusual because job-sharing is the exception rather than the rule as far as part-time employment is concerned. Typically, part-time employment aids in adjusting the lives of women to the established sex-role patterns, in which women have the chief child-care and homemaking responsibilities.

Sociologist Jessie Bernard's observations on two approaches to assisting women in their career development are relevant here. The first approach relates to the typical practice of part-time employment, whereas the second relates to job-and sex-role sharing. The typical part-time arrangement (Bernard, 1971, p. 161)

> accepts the present sexual differentiation of functions and tinkers with the institutional patterns of "existing social arrangements" to help reconcile the incompatible demands made on them [women] as mothers, homemakers, and workers. . . . The other approach rejects this position and zeroes in on the sexual differentiation of functions itself; it argues for shared rather than rigidly differentiated roles.

Increased Interest in the Part-time Concept

In an effort to clarify the existing personnel ceiling system and how it works to facilitate the employment of part-timers, the U.S. Civil Service Commission issued the Federal Personnel Manual System Letter Number 312-3 on March 29, 1971 (U.S. Civil Service Commission, 1971). The issuance points out that part-timers need not take up a permanent full-time ceiling slot, and that they may instead be counted under what is known as the "derived personnel ceiling." To encourage additional flexibility in the employment of part-timers beyond those that could be accommodated by the agency's annual ceiling allotment, agencies[2] were instructed to go to the Office of Management and Budget to request program-sized ceiling conversions--with program size left unspecified--of full-time to derived ceiling slots. Agencies have been reluctant to use this approach, since there is no provision for the reversal of derived ceiling slots to full-time positions, should the need to do so arise.

In 1972 the Commission issued a 14-page brochure on "The Federal Women's Program: A Point of View" (U.S. Civil Service Commission, 1972). Three of these pages were devoted to information on part-time employment, noting for example that fringe benefits depend upon the type of appointment held (intermittent, temporary, or career-conditional) rather than on whether the job is held on a full-time or part-time basis. The brochure points out that "One of the FWP's aims is to encourage agencies to expand their use of part-time employees--not only by increasing the number they hire, but in opening up the kinds of jobs they will consider filling on a part-time basis."

The 1973 issuance of the Commission's Bureau of Recruiting and Examining (U.S. Civil Service Commission, 1974b, p. 7) dealt with part-time employment, noting that:

> In many circumstances, such as fluctuating workloads or when less than 40 hours a week of staff time is needed, part-time employees may be the best and the most economical way of accomplishing necessary work. When job candidates with needed skills and training are in short supply, giving consideration to candidates who are available part time may uncover talented, well-qualified candidates whom we would have otherwise missed. Many individuals, such as homemakers, students, and handicapped persons, are not available for full-time employment, but have skills and talents needed by the Federal service.

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[2] Large agencies, such as HEW, may handle small-scale conversions without going to the Office of Management and Budget.

HEW's brochure on part-time employment (U.S. Department of Health, Education, and Welfare, 1973b) alerted management to advantages of hiring part-timers, and provided them with statistics about part-time employment within HEW. HEW also has available a videotape of a panel discussion featuring part-time workers, their supervisors, and comments on the personnel ceiling system (Kisielewski, Note 1). All of these efforts publicizing procedures for facilitating part-time employment show increasing concern for this scheduling concept; yet no systematic large-scale program evaluation has been conducted to determine how part-time employees are being utilized in the Federal government and how the personnel practice is implemented.

None of these publications has pointed out the potential role that key agency budget officers have in promoting the part-time concept. Each year when the agency budget is presented to the Office of Management and Budget a case could be made, in terms of agency workload and objectives, for increasing the size of the derived personnel ceiling for part-time workers while proportionately decreasing the full-time ceiling. Even a large agency such as HEW, which has shown a concern for the appropriate utilization of human resources, has not, in the past reflected such personnel estimates of workloads in their budgets (U.S. Senate, 1973, p. 138).

Congressional interest in increasing part-time employment opportunities has been evident since the introduction of the Tunney bill before the 93rd Congress. Now called the "Part-time Career Opportunity Act," the Senate hearings on the original S. 2022 bill[3] were conducted September 26, 1973. The published hearings provided a compendium of key publications and issuances available on the subject (U.S. Senate, 1973).

The original and current bill both set goals for increasing part-time employment opportunities so that five years after its passage 10% of Executive Branch jobs in grades 1 to 15 would be available to part-timers. Personnel ceilings for part-timers would be reported using an equivalency reporting system; furthermore, research and experimentation projects would be conducted.

The U.S. Civil Service Commission, the agency designated to administer the proposed program, testified in opposition to the bill, despite its general support for the part-time employment concept. The Commission noted that administrative flexibility to facilitate the employment of

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[3] Reintroduced as S. 792 on February 21, 1975.

part-timers already exists and pointed out problems associated with the requirement that a fixed percentage of positions at all levels be available for part-time work. For example, the original bill did not consider the possibility that some jobs are less amenable to part-time scheduling.

Research Needed

Though anecdotal reports are available for programs such as the one in Framingham, few systematic data about part-time workers exist. More information is needed about organizations, supervisors, and employees that encourage the flexible work schedules. The Catalyst (1968, p. 6) report on teachers appears to identify some organizational characteristics, noting that: "It seems fair to conclude that the best school systems tend to be open-minded and innovative, welcoming new departures--such as part-time teaching--for their positive values and not simply as stopgaps to meet an emergency."

The flexibility of both the supervisor and the employee is important to the success of a part-time effort. Flexible supervisors show flexibility in scheduling meetings, and flexible workers may occasionally attend important meetings at nonscheduled work hours and put in extra hours to meet critical emergencies. Further research is needed to identify personal characteristics and procedures that contribute to the effectiveness of the part-time employment concept. Additional evidence is needed to document claims for the high productivity and low turnover of career part-time workers.

Little is known about the supervisory responsibilities of the 104 men and the 50 women who hold GS-14 and higher part-time jobs on a permanent basis (U.S. Civil Service Comission, 1974b). To what extent do part-timers travel on their jobs? Is there more of a communication gap between part-timers and their supervisors than with full-timers? How did part-timers obtain their jobs? Did they first hold their jobs on a full-time basis? What are the rates at which comparable full- and part-timers receive promotions?

What motivates men to work part-time? Are their part-time jobs second jobs? A recent study of over 3,500 men and women holding doctorates (Centra, 1974, p. 30) indicates that "women were employed part time for nine percent of the time versus only one percent for men." But even more interesting is the finding that "sizeable proportions of both

women and men would rather be working less: 11 percent of the women and 8 percent of the men preferred part-time employment to their current full-time status" (p. 150).

Federal Personnel Ceiling Limitations

Even though there are obvious advantages of part-time scheduling to both management and workers, the fact remains that there are few permanent part-time workers. Silverberg (1972) has observed that the system that governs part-time employment acts as a barrier to expansion of the concept. Part of the problem lies in the definition of Federal part-time employment as less than 40 hours per week, when full-time employment is 40 hours. She points out that the complex personnel ceiling system that allots a slot to all employees whether or not they are full-time permanent workers confuses prospective managers. Managers need to know that part-time workers may be counted under either the full-time permanent ceiling or under the derived ceiling. Agencies which have not filled all their permanent full-time slots may wish to assign their part-time employees to permanent full-time slots. During the fiscal year, such part-time employees may be shifted to slots included under the derived ceiling, which in addition to part-timers includes temporary and intermittent workers. The chief requirements are that each employee must be assigned a ceiling slot and that agencies do not exceed their personnel ceiling allotments on the last day of the fiscal year.

The part-time employment concept has not received much attention during the budget process. An HEW Federal Women's Program report (U.S. Department of Health, Education, and Welfare, 1973a, p. 137) makes this observation:

> The budget process and employment ceiling controls have created an artificial dichotomy between full-time and part-time employment--a dichotomy which need not persist if the facts are understood. These controls have emphasized full-time employment and given little attention to part-time. The effect has been to focus management attention on full-time with no incentive to establish and maintain an optimum employment mix.

Recommendations for overcoming this problem center around the development of alternative methods of accounting

for time worked and numbers of employees (Silverberg, 1972). HEW has succinctly noted that (U.S. Department of Health, Education, and Welfare, 1973a, p. 143)

> the most productive change in staffing could result from persuading OMB and CSC to modify the present system for counting "other" employment. The current system of reporting requires a monthly count of all temporary, part time and intermittent employment. This report treats all "other" employment as a total, regardless of the number of hours or days worked by each person. The proposed modification would permit counting "other" employment on an equivalency basis. Two halftime employees would then count as one in the monthly employment report.

Silverberg (Note 3) comments on the proposed system of counting person-hours rather than bodies or slots used by the Federal government:

> Presently a person working 8 hours per week is counted the same way as a person working 40 hours, i.e., each takes up one slot. This [the proposed] person-hour accounting system gives the executive branch greater flexibility and use of personnel resources than the present slot system. It also gives the taxpayer a more accurate account of total federal employment.

The personnel accounting system has not been established by law; OMB has the responsibility for making rules relating to ceilings and therefore could adopt the equivalency reporting system.

Especially because of the complexities encountered in utilizing the present personnel system, management needs an incentive to increase the number of higher level part-time opportunities. One way of doing this is through their affirmative action plans. A multifaceted approach to promoting equal employment includes continued encouragement of the part-time concept for lower-paid personnel while promoting the development of high-level opportunities for part-time as well as full-time workers.

Matching Persons to the Job

Since a large number of women have been found to be interested in part-time jobs ("Jobs for 93,000 Women," 1971; Schonberger, 1970), the problem for management becomes one of developing a job-matching system in which available, qualified

workers are matched with appropriate jobs. In the Federal government, part-time applicants can be identified from the standard 171 application form, which allows applicants to indicate their willingness to accept less than full-time work. However, no roster for part-timers is maintained. Two organizations devoted to increasing part-time opportunities for women have made more extensive efforts in matching workers and jobs. Washington Opportunities for Women of Washington, D.C., lists jobs available for part-timers, and Catalyst of New York City maintains a roster of job applicants that includes a part-time option.

In conclusion the general finding is that part-time employment efforts have been well-received. The employer gets the job done on a less than full-time basis; and for many occupations, especially those in which women have traditionally received training, management has a large, qualified labor pool from which to select the most qualified. For women, part-time employment means the best of two worlds: career and family. Catalyst President Felice Schwartz (U.S. Senate, 1973, p. 108) has noted this in her testimony before the Senate:

> For those who choose to be at home during their children's preschool years and after school hours of their elementary and high school years, part-time employment is essential. The alternative of a 15-year [career] interruption leads inevitably to atrophy and the inability to pursue careers. The resultant unemployment is demeaning for them and wasteful of the enormous investments made by society in their education.

Under present social institutions, part-time employment provides the best answer to arrangements for making use of women's skills and training without disrupting family life.

Employers and women seeking careers need to know of outstanding women who work part-time. For example, part-timer Sally Harkness recently was the key architect in designing the Bates College Library for the Architects Collaborative. Harkness, commenting on dividing her time between family and professional activities, noted ("Designing a Library," 1974, p. 5) that "Creativity is not confined to an office environment. Design problems involve a long thought process, much of which can be accomplished away from the drawing board." Along with carrying out a commissioner's job for the American Institute of Architects, she is the mother of seven children. Her comments on how she does her design planning give us insight into why many

part-timers are highly productive. She represents a management bargain yet to be discovered by many managers and supervisors. That management bargain is the mature, professional, part-time worker. And as Chairperson Gale W. McGee of the Senate Committee on Post Office and Civil Service has commented, part-time employment "is an idea whose time not only has come but is begging for attention" (U.S. Senate, 1973, p. 26).

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